

Message Text

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ACTION EB-08

INFO OCT-01 EUR-12 ARA-10 IO-13 CAB-02 CIAE-00 COME-00
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FM AMEMBASSY MOSCOW
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DEPT PASS DOT FOR RAMUNDO, TPI-42

E.O. 11652: N/A
TAGS: ETRN, TGEN, EAIR, TECH, UR, US
SUBJECT: US-USSR TRANSPORTATION AGREEMENT: CIVIL AVIATION -
SUMMARY OF U.S. MICROWAVE LANDING SYSTEM (MLS) DELEGATION
VISIT (05.0403)

1. SUMMARY - US FAA DELEGATION MET WITH MINISTRY OF CIVIL
AVIATION OFFICIALS MARCH 13-16 TO DISCUSS US AND USSR
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POSITIONS ON MICROWAVE LANDING SYSTEM (MLS) AT FORTHCOMING
ICAO MEETING IN MONTREAL. USDEL APPARENTLY SUCCEEDED IN
DISPELLING SOVIET DOUBTS ABOUT US POSITION IN WAKE OF
BURTON GOVERNMENT OPERATIONS AND TRANSPORTATION SUB-
COMMITTEE HEARINGS AND ELICITED SOVIET CONFIRMATION OF
SOVIET INTENT TO SUPPORT USDEL AT MONTREAL. SOVIETS,
HOWEVER, FAILED TO CLEAR UP QUESTIONS CONCERNING STANCE

OF EASTERN EUROPEAN STATES AND WHETHER OR NOT THEY WILL PARTICIPATE AT MONTREAL. IN VIEW OF APPARENT SOVIET SUPPORT OF US MLS SYSTEM, IT IS LIKELY EASTERN EUROPEANS WILL TURN UP AT MONTREAL. SOVIETS AGAIN FAILED TO SHOW U.S. SPECIALISTS AN OPERATIONAL AIR TRAFFIC CONTROL (ATC) FACILITY. EMBASSY SUGGESTS DOT RESTATE ASAP SOONEST ITS EXPECTATION THAT SOVIETS WILL PROVIDE ATC CENTER ACCESS TO USDEL DUE TO VISIT IN JUNE, AND, FINALLY, REFUSE TO CONFIRM USDEL VISIT PENDING DEFINITE INCLUSION OF ATC FACILITY VISIT IN USDEL PROGRAM. END SUMMARY.

2. USDEL HEADED BY JEFFERSON COCHRANE, ASSOCIATE ADMINISTRATOR FOR ENGINEERING AND DEVELOPMENT, FAA, GAVE A POSITIVE ASSESSMENT TO MARCH 13-16 DISCUSSIONS WITH MINISTRY OF CIVIL AVIATION OFFICIALS, HEADED BY DR. TATYANA ANODINA. MOST OF THE MAJOR OBJECTIVES OF USDEL VISIT APPEAR TO HAVE BEEN ACHIEVED:

- SOVIETS CONFIRMED AGAIN THEIR SUPPORT FOR INTERNATIONALIZATION OF US TIME REFERENCE SCANNING BEAM (TRSB) MLS AT ICAO ALL-WEATHER OPERATIONS PANEL (AWOP) MEETING BEGINNING APRIL 4 IN MONTREAL. ANODINA STATED THAT SOVIETS WOULD SEND A DELEGATION WHICH WOULD SUPPORT THE US POSITION AT THE MEETINGS, THOUGH SHE WOULD NOT SAY WHO WOULD HEAD SOVDEL OR EVEN WHETHER SHE WOULD PARTICIPATE;

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- ASSUAGED SOVIET APPREHENSIONS ABOUT STATUS OF US MLS POSITION IN THE WAKE OF THE RECENT HEARINGS ON MLS BY REPRESENTATIVE JOHN L. BURTON'S GOVERNMENT ACTIVITIES AND TRANSPORTATION COMMITTEE;

- EDUCATED THE SOVIETS ABOUT THE PROBLEMS WHICH MAY ARISE AT THE AWOP MEETING BECAUSE OF HEAVY UK REPRESENTATION ON ICAO SECRETARIAT. IN THIS CONNECTION, US AND SOVIET OFFICIALS DISCUSSED TACTICS IN THE EVENT UK-DOMINATED SECRETARIAT STRUCTURES MEETING AND DISCUSSIONS TO FAVOR UK DOPPLER MLS; AND

- ELICITED STRONG SOVIET EXPRESSIONS OF SUPPORT FOR CONTINUED MLS COOPERATION. PRIVATELY, ANODINA STATED THAT "LEADERSHIP OF THE MINISTRY OF CIVIL AVIATION" WANTS EXTENSION OF MLS COLLABORATION AND HOPES THAT OTHER TRANSPORTATION-RELATED "PROBLEMS" WILL NOT AFFECT RENEWAL. THE COOPERATIVE MLS PROJECT SHOULD BE CONTINUED, SHE ADDED, EVEN IF THE TRANSPORTATION AGREEMENT IS NOT RENEWED OR IF TRSB IS NOT ADOPTED BY ICAO.

3. ON THE NEGATIVE SIDE, SOVIETS WOULD NEITHER OFFICIALLY

CONFIRM THAT THEIR EASTERN EUROPEAN ALLIES ALSO SUPPORTED THE US MLS POSITION NOR THAT THESE STATES WOULD BE REPRESENTED AT THE AWOP SESSION. ANODINA, HOWEVER, PRIVATELY TOLD USDEL MEMBERS THAT, WITH THE EXCEPTION OF ROMANIA, IT POSED NO PROBLEM FOR THE SOVIET UNION TO BRING THE POSITIONS OF THE EASTERN EUROPEAN STATES, PLUS CUBA, INTO LINE. COCHRANE IN RESPONSE ADVISED ANODINA THAT THE US PLANS TO SEND A DELEGATION TO BUCHAREST TO BRIEF ROMANIAN CIVIL AVIATION OFFICIALS ON TRSB AND TO TRY TO SELL THIS SYSTEM ON ITS MERITS AS THE MOST APPROPRIATE WAY TO APPROACH THE ROMANIANS. ANODINA INDICATED THAT THE

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MINISTRY OF CIVIL AVIATION WILL HOST A MEETING OF EASTERN EUROPEAN CIVIL AVIATION OFFICIALS "NEXT WEEK" TO DISCUSS THEIR POSITIONS ON MLS AND EASTERN EUROPEAN PARTICIPATION AT AWOP. EMBASSY HAS ASKED FOR A MEETING WITH ANODINA FOLLOWING THESE DISCUSSIONS AND WILL ADVISE WHAT WE LEARN.

IN VIEW OF SOVIET INFLUENCE, THE REAL QUESTION SEEMS TO BE NOT WHICH SYSTEM EACH EASTERN EUROPEAN STATE FAVORS BUT RATHER WHETHER OR NOT EACH STATE WILL SEND A DELEGATION TO MONTREAL, WHERE THEY WILL DOUBTLESS FOLLOW THE SOVIET'S LEAD.

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4. USDEL RECEIVED A TOUR OF DOMODEDOVO AIRPORT, INCLUDING VISITS TO ITS RADAR AND INSTRUMENT LANDING SYSTEM FACILITIES. SOVIETS DID NOT, HOWEVER, SHOW USDEL DOMODEDOVO'S AIR TRAFFIC CONTROL (ATC) FACILITIES DESPITE PREVIOUS STATEMENTS THAT SUCH A VISIT WOULD BE ON USDEL PROGRAM. WHEN PRESSED, SOVIETS LAMELY SAID THAT DOMODEDOVO ATC CENTER WAS "UNDER REPAIR." COCHRANE REITERATED THE IMPORTANCE US ATTACHES TO ACCESS TO "MODERN, OPERATIONAL SOVIET ATC CENTERS", COMMENTING THAT WITHOUT SUCH ACCESS THERE IS LITTLE REAL BASIS FOR ATC COOPERATION. COCHRANE POINTED OUT THAT US ATC DELEGATION (05.0402) SCHEDULED TO VISIT THE USSR IN JUNE EXPECTS TO HAVE REAL ACCESS, NOT A BRIEF WALK-THROUGH, TO SUCH A FACILITY AND THAT THE US DOES NOT WANT TO BE DISAPPOINTED AGAIN. IN REPLY, ANODINA VERBALLY PROMISED THAT USDEL WOULD GET WHAT IT WANTED THOUGH SHE WOULD NOT INDICATE WHEN ASKED WHICH SOVIET ATC FACILITY USDEL WOULD BE SHOWN.

5. COMMENT. WELL-BRIEFED USDEL SUCCEEDED IN RESTATING US POSITION ON MLS TO APPARENT SOVIET SATISFACTION AND OBTAINED RECONFIRMATION OF SOVIET SUPPORT FOR TRSB THOUGH CONTINUED UNCERTAINTY ABOUT EASTERN EUROPEAN POSITIONS AND PARTICIPATION AT AWOP IS A MINOR DISAPPOINTMENT. BECAUSE IT APPEARS THAT SOVIET INTERESTS LIE IN TRSB ADOPTION BY ICAO AND, AS ANODINA NOTED PRIVATELY, THE SOVIETS HAVE PUBLICLY LENT THEIR PRESTIGE TO TRSB, IT WOULD SEEM LIKELY THAT THE USSR WILL WORK TO ENSURE "SOCIALIST BLOC" PARTICIPATION AT MONTREAL.

6. THE SOVIETS HAVE A GREAT NEED FOR A MODERN, COMPACT AND RELIABLE LANDING SYSTEM SUCH AS MLS AND HENCE THEY FAVOR CONTINUED COOPERATION WITH THE US IN ITS DEVELOPMENT

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AND PRODUCTION. FROM THE SOVIET STANDPOINT, THE BASIS FOR COOPERATION LIES IN THEIR TECHNOLOGICAL INFERIORITY; USDEL FOUND MUCH EVIDENCE THAT THE SOVIETS MAY LAG BEHIND BY AS MUCH AS TEN YEARS IN THEIR ABILITY TO PRODUCE THE

INTEGRATED CIRCUITRY AND OTHER ELECTRONICS ESSENTIAL FOR THE PRODUCTION OF AN MLS COMPARABLE TO THE US TRSB SYSTEM. SOVIET TECHNOLOGICAL INFERIORITY WILL POSE PROBLEMS FOR CONTINUED COOPERATION, HOWEVER, PARTICULARLY IF ICAO ADOPTS TRSB AND HENCE OBVIATES US NEED FOR SOVIET SUPPORT ON MLS ISSUE. FUTURE MLS COOPERATION THUS WILL NOT OFFER AN EQUIVALENCE OF BENEFITS, TECHNOLOGICAL OR OTHERWISE. IN THESE CIRCUMSTANCES, WE SUGGEST THAT DOT CONSIDER DOTHER POSITIVE ASPECTS OF CONTINUED MLS COOPERATION:

- COMMERCIAL SPIN-OFFS: THERE WILL BE A LARGE MARKET IN THE USSR FOR TRSB EQUIPMENT, PARTICULARLY AIRBORNE RECEIVERS, ONCE ICAO ADOPTS TRSB. UNDER THE CROSS-LICENSING AGREEMENTS REACHED BY THE PRIMARY US MANUFACTURER (BENDIX), THERE IS NO REASON WHY THE SOVIETS COULD NOT BUY FROM A MAJOR US COMPETITOR, PLESSEY CO. LTD OF THE UK, FOR EXAMPLE. THOUGH TECHNICAL COOPERATION WILL NOT GUARANTEE SOVIET PURCHASES, AS THE RECENT STANSAAB ATC CASE DEMONSTRATES, IT MIGHT WELL INCLINE THE USSR TO FAVOR US-PRODUCED EQUIPMENT; AND

- FUTURE MULTILATERAL TECHNICAL COOPERATION: PRECIPITATE US WITHDRAWAL FROM MLS COOPERATION COULD JEOPARDIZE FUTURE SOVIET SUPPORT IN ICAO FORA FOR OTHER US SYSTEMS, IN PARTICULAR FOR THE DISCRETE ADDRESS BEACON SYSTEM (DABS).

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7. BECAUSE OF SOVIET FAILURE AGAIN TO PROVIDE ACCESS TO A MODERN, OPERATIONAL ATC FACILITY, WE SUGGEST THAT DOT RAISE THIS POINT IMMEDIATELY WITH ITS SOVIET COUNTERPART. IN PARTICULAR, WE BELIEVE IT WOULD BE USEFUL FOR DOT TO FOLLOW-UP LETTER OF MARCH 7 FROM NORMAN EDWARDS (FAA) TO ANODINA THAT USDEL DELIVERED WITH A CLEARLY WORDED AND SPECIFIC STATEMENT OF US DESIRE TO HAVE FORTHCOMING US ATC DELEGATION SEE AND STUDY A WORKING ATC CENTER. DOT SHOULD INSIST, WE BELIEVE, ON REVIEWING IN ADVANCE PROGRAM FOR USDEL. WE HAVE ALREADY ASKED MINCIVAIR FOR LIMITED OFFICIAL USE

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PROGRAM AND WILL FOLLOW-UP WITH ANODINA NEXT WEEK. WE RECOMMEND THAT DOT, FOLLOWING THE COURSE IT TOOK IN HANDLING ICE-TRANSITING DELEGATION VISIT, REFUSE TO CONFIRM USDEL VISIT UNTIL SOVIETS PROVIDE FIRM INDICATIONS THAT A VISIT TO A MODERN ATC FACILITY IS SCHEDULED FOR USDEL. TOON

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